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PROGRAMME PLANNING AND IMPLEMENTATION

Country, intercountry and global programmes and projects

FIFTH COUNTRY PROGRAMME FOR BENIN

Programme period	Resources	$
January 1993-December 1997	Net IPF	33 931 000
	Projected cost-sharing	-
	Total	33 931 000

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I. DEVELOPMENT SITUATION, OBJECTIVES AND STRATEGIES

A. Current socio-economic situation

1. Benin has a population of 4.6 million. In the 1982-1989 period, the gross domestic product (GDP) stagnated, and this, taking into account the rate of growth of the population, amounted to a real rate of impoverishment of 3 per cent per year. In the same period, economic and financial difficulties led to the rapid deterioration of the economic and social infrastructure and the worsening of internal and external imbalances. At the beginning of 1989, Benin's economy was on the point of collapse. The State banking system having become insolvent, the whole country was plunged into a serious liquidity crisis which put even the payment of taxes and salaries in jeopardy. The internal and external imbalances had resulted in the accumulation of sizeable internal and external payment arrears. It was in these circumstances that, in June 1989, a structural adjustment programme (SAP) was launched. The programme has led to the beginning of an economic growth recovery trend (3 per cent in real terms in 1991).

2. Despite the relatively positive results achieved at the macro-economic level, the social situation remains grave. In the last Global report on human development, 1992, for example, Benin is rated 149th of 160 countries. This shows the extreme poverty of a country where the per capita GDP is assessed at $380 and life-expectancy at 47. Only 23 per cent of the population aged 15 and above is literate and the school enrolment rate is 43 per cent. Infant mortality reaches 89 per 1,000 live births and 150 per 1000 children under 5 years of age. Under-employment rates (including unemployment) are estimated at 31 per cent of the working population.

B. National development objectives and strategies

3. It is within this context that the Government is vigorously pursuing the implementation of the SAP adopted in 1989. After a long period during which the State played a dominant role in the economy, Benin has initiated a major shift, characterized politically by the creation of structures that will fulfil the requirements of a democracy and, economically, by the adoption of reforms to restore macro-economic balances within the framework of a free economy.

4. In April 1992, during a round table conference held in Geneva among Benin's development partners, the Government pledged to pursue the objectives of the SAP and presented an innovative strategy for the social dimension of development (SDD) aimed at promoting economic development through sustained growth and effecting social development by a direct attack on poverty.

5. Simultaneously, Benin is exploring ways to integrate the environmental factor into the development process in order to guarantee its durability. This exploration has led to the preparation of an Environmental Action Plan, the results of which will be included in the round table process supported by UNDP.

II. EXTERNAL COoPERATION

A. Role of external cooperation

6. Benin's development remains dependent on external financing for 93 per cent of its Public Investment Programme (PIP). According to the Report on Development Cooperation, external aid for 1991 has been assessed at 259 million dollars, or the equivalent of 13.7 per cent of the GDP, as compared to the 11 per cent represented by total Government receipts. Capital investment received 54.8 per cent, followed by budgetary/balance of payments aid, with 28.7 per cent, 16.2 per cent for technical cooperation, and 0.3 per cent for food and emergency aid. An increase in the relative share of donations was noted (from 48.6 per cent in 1989 to 65.4 per cent in 1991).

7. In 1991, 90 per cent of Benin's external aid was provided by 10 donors. In order of importance, these were : the French Government, the World Bank, the Governments of the United States of America and of Germany, the European Economic Community (EEC), the International Monetary Fund (IMF), UNDP, the Government of the Netherlands, the African Development Bank (AD(b) and the Swiss Government. The distribution of assistance by financing source shows a major share coming from bilateral aid (58.1 per cent, half of which is provided by the French Government). Multilateral aid represents 40.4 per cent (38.9 per cent from the World Bank, 15 per cent from the European Development Fund (EDF), 9.5 per cent from ABD, 11.9 from the IMF, 11.9 per cent from UNDP and associated funds, 2 per cent from the United Nations Children's Fund (UNICEF), and 1.1 per cent from the United Nations Population Fund (UNFP(a)). The share of the non-governmental organizations (NGO) is estimated to be 1.5 per cent of the total aid. Among the primary beneficiaries were the following sectors : Management of the economy (39 per cent); rural development (19.6 per cent); social development (13 per cent); human resources development (11.3 per cent); transportation (6 per cent); and communications (5.6 per cent).

8. In 1991, 89.6 per cent of technical cooperation financing was carried out through donations and 10.4 per cent through loans. The number of technical assistants was 547, consisting of 275 experts and 272 volunteers, primarily engaged in the health (21 per cent), education (17 per cent) and rural development (16 per cent) sectors.

B. Aid coordination arrangements

9. Benin is one of the least developed countries which have chosen the round table process as a means of coordination for providers of funds. The last round table conference was held in April 1992 in Geneva. The general policy discussion which took place during that meeting led to a decision to continue the process by means of six sectoral consultations. After the necessary preparations, the consultations should bring together, in the capital, Cotonou, the partners involved in the development process in order to secure the external backing needed to implement the proposed strategies. A meeting to review the process is also planned for the end of the first semester of 1993. The subjects of consultation are the following (one or two fund providers or leading partners were appointed for each meeting during the round table conference in Geneva; they are indicated, in brackets, for each subject) : Education (Governments of

the United States and France); rural development (World Bank, French Government); social dimension of development (German Government); private sector (West African Development Bank (WAD(b)); infrastructure (World Bank); and health (EEC). The consultations are scheduled to be held in 1993; some delays in the projected time-table may be expected, mainly because of the complexities inherent in a sound consensual preparation. Some sectoral consultations are already at an advanced stage of preparation and the process has been set in motion for all through the inter-ministerial steering committee and the appointment of technical ministries and/or leading partners. Progress will be evaluated at the review meeting.

10. SAP implementation follow-up is carried out within the framework of the National Follow-up Committee for the Application of the SAP, chaired by the Finance Minister, and with its officers consisting of the relevant ministers. Joint meetings with the principal development partners are held at regular intervals. Other institutions responsible for aid coordination and management are: the Ministry for Foreign Affairs and Cooperation, the Ministry of Planning and Economic Restructuring, within which the External Assistance Coordination Section is the moving force, the Finance Ministry, and the programming and coordination units of the technical ministries.

III. THE COUNTRY PROGRAMME

A. Assessment of ongoing country programme

11. The preparation of the fourth country programme coincided with the negotiations surrounding the first SAP and took into account the principal aims and measures proposed by the Government. A mid-term review conducted in December 1990 confirmed the relevance of the broad lines of the programme, which coincided throughout with the Government's targets and priorities. While the review did not advocate any major reorientation in its conclusions, it nevertheless expressed the hope that emphasis would be given to national capacity-strengthening, the integration of women into the development process, the protection of the environment and the promotion of the private sector.

12. It should be noted that one of the positive results of the implementation of the fourth country programme has been the co-financing of some activities by other donors, thereby establishing more firmly the mechanisms for coordination and complementarity of assistance. The use of visiting experts and optimal use of national expertise may also be considered programme achievements. The following were some of the constraints encountered : delays on the part of the Government in making available counterpart staff, infrastructures and working means; the excessive mobility of national staff assigned to the projects; the administration's weakness in formulating policies and strategies; and the proliferation of small projects, which led to a weakening of their impact. The difficulties encountered also had to do with delays in providing expertise and the lack of familiarity, on the part of the staff, with the rules and procedures of the various specialized agencies. The technical support expected from some of the agencies' headquarters was in some cases scanty, even marginal. In the specific area of Government implementation, weaknesses were noted in the national staff's formulation and management of projects, mainly because they were unaware of the procedures involved in this type of implementation.

B. Proposals for UNDP cooperation

1. Preparatory Procedure

13. The preparation of the fifth country programme was essentially based on continuing the round table process and sectoral consultations. Through the work involved, a forum for permanent consultations between the Government and UNDP was established; these consultations were complemented during the main preparatory stages of the programme document by specific meetings to discuss strategies and content. UNDP's Regional Director for Africa made a visit in November 1992; during a meeting chaired by the Minister of State, the Government confirmed the strategies on which the programme under preparation was to be based.

14. The preparation of the new programme was based on the conclusions and recommendations reached during the mid-term review in November 1990 and continued with the drafting of the advisory note in August 1992. The agencies of the United Nations system were also involved in this work. The results of the UNFPA programming mission, the programme reviews by the World Bank and UNICEF, the evaluation mission of the International Fund for Agricultural Development (IFAD), consultations with the United Nations Capital Development Fund (UNCDF) and the United Nations Sudano-Sahelian Office (UNSO), and the conclusions of the "Technical Support Services I" mission of the United Nations Food and Agriculture Organization (FAO) intended to put into operation the programme approach concept for rural development and the management of natural resources, were all taken into consideration. General Assembly resolution 44/211, dated 22 December 1989, and Decision 90/34 of the Governing Council, dated 23 June 1990, were also taken into account.

2. UNDP cooperation strategies

15. The aforementioned recommendations and resolutions led the Government to urge UNDP to adopt the programme approach for the fifth programme, with emphasis on the round table process. This new approach will make it possible to include the activities to be implemented within the framework of an overall strategy for a coherent Government programme. To this end, it is expected that the six sectoral consultations will yield specific programmes which will constitute a frame of reference and coordination for all the providers of funds. While waiting for the consultations which will lead to the elaboration of national sectoral programmes, the initial phase will facilitate the preparation for the introduction of the programme approach by consolidating ongoing projects. Once the process of each consultation has been completed, the Government will specify the contents of UNDP support of the Government's sectoral programmes by emphasizing the correlation of UNDP action with those of the other bilateral and multilateral partners. Although some of the projects approved in the previous cycle will be continued in order to achieve their objectives, they will be complemented by new programmes.

16. The Government requested that UNDP strengthen and expand the benefits of its cooperation, namely: (a) to train and improve the staff's skills in modern econonic management techniques so as to enable them to cope with ongoing socio-economic changes, in particular, the execution and follow-up of the SAP and the

strategic medium and long-range management of the economy; (b) the rapid mobilization and rational use of resources by pursuing the round table process which has itself set in motion the dynamic of harmonization; the advantages of UNDP's technical cooperation in sensitive areas; and (d) greater popular participation with a view to reducing poverty and to strengthening democratization through genuine administrative decentralization.

17. Thus, the Fifth Programme's major approaches are based on the following principles: (a) to fulfil the Government's current priorities and objectives in the form of programmes within the framework of sectoral consultations; (b) to consider human development as the overall framework for all the activities of the fifth cycle; (c) to reinforce the multidisciplinary aspects of the programme and inter-agency cooperation, as well as the complementarity of activities backed by UNDP with programmes financed by other donors; and (d) to encourage technical cooperation among developing countries (TCDC).

3. Overview of the areas of concentration for UNDP assistance

18. In the course of the fifth cycle, UNDP action will revolve around two main lines of concentration: national management of the economy (strengthening of economic management ability and revitalization of the private sector); and improving the population's living conditions (promotion of grass-roots initiatives and rural development/natural resources management). The first area of concentration is founded on the need to take into account the ongoing socio-economic changes, particularly the passage from a centralized economy to a free economy. The second area stems from the need to give priority to human development, as a result of the poverty of a large part of the population and the deterioration of social infrastructures.

NATIONAL MANAGEMENT OF THE ECONOMY

19. Background and analysis. In recent years, Benin has experienced profound and rapid changes in its social, political and economic structures, and the role of the State has changed. The administration has not yet adapted itself to this new situation. As a result, the roles and functions of the various services are still in the process of being redefined. An analysis of the situation revealed the following: (a) managerial weaknesses stemming in part from obsolete administrative practices and inappropriate training; (b) the need for a medium and long-range outlook and for instruments able to gauge the real impact of stabilization measures; and (c) insufficient means at the human, organizational and financial levels to achieve the decentralization objectives necessary to reaffirm the democratic principles of a renewed Benin.

20. As the private sector will progressively replace State disengagement, the problems currently encountered must be pointed out: (a) the need for a clearly defined strategy; (b) the narrowness of a market dominated by informal activity and competition from products imported from Nigeria; (c) the lack of financing devices adapted to the needs of small and medium-sized businesses; (d) inappropriate laws and regulations; (e) inadequate training of human resources; (f) difficulties in obtaining raw materials; (g) businesses that are in serious fiscal and banking arrears.

21. Priority objectives and activities. The socio-economic situation in Benin remains fragile. The authorities' framework for the identification of objectives consists of the round table process and sectoral consultations, the second phase of the SAP and the framework document for an economic policy. The priorities are the following: (a) to continue the financial stabilization policies; (b) institution-building and providing the incentives necessary to expand the private sector; (c) to undertake in-depth administrative reforms, in addition to the programme of lay-offs and reduction of the number of employees, so as to increase efficiency in the areas of public administration and human resources; (d) to decentralize the bureaucracy in order to encourage greater popular participation in the development programmes; (e) to devise and execute SAPs for SDD, education, the rural sector, health, transportation and the private sector in order to lay the foundations for sustained growth within an acceptable social framework; (f) to implement an emergency social programme to reduce the effects of the crisis on vulnerable social groups and ensure the rebuilding of the social infrastructure; and (g) to improve the management of the public investment programme and strengthen programming and coordination units within the ministries.

22. UNDP action in support of the above-mentioned objectives will be consolidated into two subprogrammes, namely: strengthening the capacity for management of the national economy and helping in the promotion of the private sector.

23. Strengthening the capacity for economic management. UNDP support could be provided on the basis of a number of successes achieved in the fourth cycle. Various activities have been undertaken to strengthen the capacity to formulate, analyze and manage the national economy. Support for the preparation of the round table conference in Geneva may also be mentioned, as well as the training of about 200 public administration employees and a considerable increase in the availability of basic socio-economic data. Some of these activities will continue, such as the exploitation of the second population census, the production of social statistics, studies and surveys of the informal sector, the light survey of households to follow up on vulnerable groups, and the establishment of an employment monitor; these actions are of particular relevance to the SDD programme which is being worked out for the corresponding sectoral consultation. In more general terms, the preparation of the six proposed consultations will furnish an opportunity to develop institutional capabilities within the various services, so as to enable the Government of Benin to formulate and propose to the providers of funds coherent short, medium and long-range strategies, programmes and projects. These could form the basis for the preparation of a medium-term plan by the Government. In order to make this planning effort part of a long-term socio-economic development plan for the country, the Government, with the assistance of UNDP, will pursue long-term national forecasting studies. The tools thus developed will make it possible to develop an ability to monitor social change. UNDP actions will be devised with special attention to their complementarity and to coordination with the support being provided by several partners involved in that area.

24. The Government expresses the hope that UNDP will continue its support to improve mobilization and the capacity to absorb external resources, and to ensure better links among the various aid programmes thanks to efficient international aid coordination machinery. To this end, the Government requests

the continued support of UNDP in piloting the round table/sectoral consultation process. In addition, the installation of an information system, for the management of PIP and external aid, will continue. The exercise of a process of national analysis and programming for technical cooperation (NATCAP) should be employed as a tool for the better utilization of international technical cooperation, using a specific approach appropriate to Benin's situation. Sectoral technical cooperation programmes will initially be prepared within the framework of some consultations, where they appear most feasible, for example in the rural development, education and health sectors. At the same time, NATCAP will be used as a framework for a dialogue with development partners for the purpose of optimizing the use of technical cooperation; the follow-up committee, which includes the donors, will be revitalized.

25. The Government is considering important public service reforms aimed at improving service output. For this purpose, the Goverment is requesting UNDP aid for: (a) the implementation of a methodology to conduct organization surveys in the ministries; (b) the consolidation of a computerized management system for government employees; (c) the continued restructuring of the Ministry for Public Services; and (d) the creation of a regional planning approach designed to provide practical support to local development.

26. The education sector was given much thought, with the participation of UNDP and the United Nations Educational, Scientific and Culture Organization (UNESCO). Their assistance focused on organizational and management surveys (auditing) at the Ministry for National Education and the establishment of an education policy and an investment programme which is to be submitted to the donors at the time of the consultation. After the consultation, the Government expects to receive UNDP backing to strengthen managerial capacity at the Ministry for National Education, in particular, the use of funds which several providers of funds appear ready to make available. These are the United States Agency for International Development (USAID), the World Bank, the French Government and others.

27. In the rural development sector, the Government, with the assistance of several donors, began to restructure the services provided to rural populations, a restructuring of which the State's relinquishment of its industrial/commercial production and services activities was a part, thus leading to a review of the organization charts and the number of staff involved in public institutions in that sector. UNDP, with technical assistance from FAO, supported audit surveys at the Ministry for Rural Development and the regional action centres for rural development (RACRD), aimed at defining their new functions. After the sectoral consultation on rural development, the Government expects to continue to receive UNDP aid to strengthen the new functions of the State: the preparation of strategies, programming, and increased popular participation, as well as the efficient following-up and coordination of the activities of donors such as the French Development Fund (Caisse francaise de developpement (CFD)), the World Bank, the Government of Germany and IFAD.

28. At its conclusion, the subprogramme will have contributed to the following results: a social change register will have been established, the round table/sectoral consultation process will have been completed, and the PIP will be better prepared and better harmonized with the technical cooperation programme also established; the staff will be better trained in modern economic

management techniques; a long-term forecasting plan will exist; audits will have been organized; a single file will have been established for staff management at the operational level and the restructuring of RACRD will have been completed. Over 25 per cent of programme resources, or $6,112,596 will be earmarked for this subprogramme.

29. Revitalization of the private sector. The ongoing sectoral consultation for the private sector is intended to lay down the broad lines of an overall policy for that sector, together with needed short-term activities to revitalize the economy, as well as the medium and long-term activities likely to trigger a real development process in that sector. The Government expects to receive substantial aid from UNDP for the programme, together with contributions from other partners, as soon as the consultation makes possible the definition of an overall policy. In the fourth cycle, UNDP supported a number of initiatives which could become important elements in an overall action plan. The Centre for the promotion of employment and small and medium-sized businesses, supplemented by the Fund for the improvement and backing of small and medium-sized businesses, represents an instrument for technical and financial assistance in the promotion of small and medium-sized businesses and cottage industries. A backstopping project for the industrial sector, with the technical assistance of the United Nations Industrial Development Organization (UNIDO), is aimed at to improving the cooperation between the public services and business operators by creating harmonization procedures. The technical participation of the International Labour Organization (ILO) is providing direct assistance to the informal sector through technical support for encouraging self-advancement in individual craftsmen and/or those organized into credit cooperatives.

30. The implementation of all these activities will enable Benin's private sector to be dynamic, better organized and more competitive as it benefits from an economic environment that provides more incentives. After the objectives have been defined in the course of the sectoral consultation, it will be possible to identify more precise indicators to gauge UNDP's contribution. About 17 per cent of programme resources, or $4,062,553 will be earmarked for this subprogramme.

IMPROVEMENT IN THE POPULATION'S LIVING CONDITIONS

31. Analysis. The current social situation is characterized by a low level of development, with a level of social welfare (health, education, life expectancy at birth, literacy rate, income per capit(a) which is among the lowest in Africa. The situation is aggravated by a high rate of population growth (about 3.4 per cent) and the anarchic exploitation of natural resources using inadequate cultural techniques which are leading to the deterioration of the environment. The Government has been unable to meet the need to build, maintain and rehabilitate the infrastructures, particularly the schools, sanitary facilities and water supply. This has resulted in: disaffection from an educational system which is characterized by declining gross rates of schooling and a high rate of drop-outs and student repeaters; (b) a disquieting sanitary situation, with scarce sanitary facilities and chronic malnutrition in the regions where buying power is weak; (c) worsening conditions among the vulnerable groups (women, children and the handicapped), rural migration and the resurgence of child abandonment; and (d) high under-employment at a time when the economic situation makes the rehiring of discharged civil servants difficult.

32. Productivity and salaries are low in rural areas. Rural producers have difficult access to credit and often try to cover their food needs for the year by putting their surplus food production on the market to cover minimum cash needs. Rural roads, already inadequate, are not passable in all seasons and storage facilities remain primitive, causing substantial post-harvest losses.

33. Priority objectives and actions. The SDD strategy presented at the round table conference in Geneva is intended to establish a policy for sustained and equitable economic growth. The programmes and projects will issue from sectoral consultations covering SDD, the rural sector and environmental protection, education and health. An SDD strategy is currently being worked out, which will be based on a multi-sectoral approach and a series of actions aimed at fighting poverty directly. In preparation for the consultation on rural development, the main objectives have been stipulated in a "letter of declaration for a rural development policy". In the realm of natural resources, the Environmental Action Plan will be considered the framework document of reference. The preparations for the educational sector consultation will be based on a survey by the Ministry for National Education, the definition of educational policy, contained in a "policy statement", and an investment programme. The programme to be presented at the consultation on health is intended to create a framework that will encourage the participation of the private sector, the NGOs and the beneficiaries (Bamako Initiative) in providing health care.

34. The priority objectives which the Government intends to pursue may be summarized as follows: (a) strengthening institutional capacity so that the various aspects of poverty and the interests of vulnerable groups are taken into account; (b) raising the rural population's living standards by increasing its income and improving agrarian services while at the same time rationalizing the management of natural resources; (c) giving special attention to improving the condition of women; (d) implementing a policy to guarantee that poor and vulnerable groups will be provided with essential social services; and (e) strengthening grass-roots participation in the processes of development and self-advancement.

35. In order to achieve these objectives, the Government requests UNDP's help. Support will be provided by means of two subprogrammes: SDD and the encouragement of grass-roots initiatives; and rural development and natural resources management. Both subprogrammes are based on the participatory approach. Through both these subprogrammes, UNDP will provide fully-funded assistance to the Government's sectoral programmes involved in improvement of the population's living standards.

36. SDD/Encouragement of grass-roots initiatives. A series of grass-roots development initiatives stressing the participatory approach were conceived during the fourth cycle and form the back-bone of this subprogramme. This was mainly achieved through the Fund for the assistance of local initiatives (FAIB), a financial support system for micro-projects at the community level. Other funds (the associated partners development programme which supports NGOs and the "Africa 2000" network for environmental micro-projects managed jointly by village communities and NGOs) were put into place and are supported by the FAIB system. A self-managed micro-credit wing operates as a part of the integrated rural development project of Pehunco. The Fund for Village Development (FDV), in the Atacora, which was implemented by the NGOs, is a project of the same

kind. In the sub-district of the Aguegues, a particularly vulnerable area (swamp environment), an integrated development action will, like FDV, receive UNCDF funds.

37. In the fourth cycle an emergency social action programme was worked out and its financing partly mobilized. Implementation will be assumed by the Agency for the management of the social dimension of development (AGDSD) created with UNDP backing. In the second stage of the programme, AGDSD is to emphasize participatory development. This approach will help create a meaningful dialogue between the administration and civil society, NGOs and donors on the one hand, and the population on the other, to encourage the assumption by people of responsibility for themselves. In the area of participatory social actions, the Government is requesting that UNDP reorient the activities of the "Cooperative health clinics" project, giving priority to basic health care.

38. The Government is asking UNDP to continue the use of United Nations Volunteers (UNV) and members of the National Development Services (NDS) (organizers at the village level). NGOs and similar entities will likewise participate in the programme's implementation.

39. The integration of women into the development process will be one of the major components of the programme. Activities meant to benefit women will systematically be identified and taken into consideration. A backstopping programme for women living in rural areas and around urban centers will also be implemented. This programme will assist women's groups already in existence or about to be created in easing their access to credit and in the production, finishing and marketing of their products. Efforts will also be made in the areas of functional literacy and the improvement of living standards.

40. In order to encourage the participation of communities at the grass-roots level, the ability to 'communicate for development', that is to say, the means to create a dialogue between localities and the various levels of the administration, will be needed. The Government is asking UNDP to pursue the formulation of a coherent and realistic "information, education and communications" (IEC) programme specially aimed at meeting the needs of the rural population. This programme will be carried out in cooperation with UNFPA, UNICEF, the World Health Organization (WHO) and FAO and will welcome other partners in development.

41. Consequently, UNDP's participation in the fight against acquired immuno-deficiency syndrome (AIDS) will take its place within the same framework of social action whereby populations are encouraged to assume responsibility for themselves. Thus, the Government will benefit from UNDP support in the areas of training and promoting awareness in the population through the IEC programme.

42. The principal achievement to which this subprogramme will contribute will be the decrease in poverty through increased earnings. Likewise, several infrastructures and basic social services will be restored with the participation of the population concerned. Moreover, these actions will contribute to the improvement of the capacity of all the partners (local communities, decentralized administrative services, NGOs, contractors) to conceive, implement and manage micro-projects. More than 20 per cent of programme resources, or $5 346 766, will be earmarked for this subprogramme. To

these resources must be added those originating from UNCDF and WFP, estimated at $28 million.

43. Rural development and natural resources management. Using the participatory approach, this subprogramme aims to improve the situation of rural populations and to promote efficient management of natural resources. While waiting for the conclusions of the sectoral consultations, especially those concerning rural development, to help the Government pinpoint UNDP assistance, the work of the FAO's Technical Support Services mission will be taken into consideration to refocus actions in that sector. The approach devised for the "Integrated development of the sub-district of Pehunco" project will be put into general use in order to promote development at the grass-roots level by mobilizing local populations. Actions of other ongoing projects will likewise be pursued: "Deep-end" for the development of high-yield crop lands; "Decentralized storage systems", and "Cattle-raising in East Borgou" for the promotion of animal husbandry.

44. With regard to the environment, in accordance with the Environmental Action Plan, these are the planned UNDP-supported actions: dissemination of soil conservation techniques; participatory forest management; feasibility studies of hydrographic water basins within the framework of the Natural Resources Management Programme; implementation of a community forestry project with the support of UNSO; and funding for the Global Environment Facility (GEF).

45. These various activities will contribute, through the introduction of new techniques, to increasing the production and earnings of farmers. Disengagement by the Government will also go on, and a better integration of the private sector into the rural environment, as well as the strengthening of farming organizations. All development projects will also take into account the environmental factor. In certain areas, soil erosion will be stemmed and the restoration of vegetation cover will be initiated. The subprogramme for rural development/natural resources management will absorb 30 per cent of programme resources, or $7,300,595, to which will be added resources from UNSO and GEF, which may be assessed at $2.5 million.

C. Assistance outside the selected areas of concentration

46. Projects which do not conform with the aims of priority programmes are not expected to be pursued as the conclusions stemming from the mid-term review have allowed a progressive re-focusing of the activities to be made. Nevertheless, in order to meet the requirements of socio-economic development, the Government is considering the possibility of appealing to UNDP for the implementation of specific activities. Estimated programme reserves of $1,357,240, or 5.6 per cent of the total programme resources of $24,179,750, could be used for this purpose.

D. Management Implementation Arrangements

47. In order to ensure the efficient functioning of the programme approach, PDP implementation will require the improvement of the country's technical and administrative capacities by means of staff training actions, so as to achieve a

better grasp of the stages of identification, formulation, execution, follow-up and evaluation. Priority will be given to measures aimed at making national entities responsible for project and programme management; available national skill will increasingly be utilized. An effort will also be made to diversify international consultation sources. Traditional devices will be adapted for the follow-up and evaluation of the country programme (tripartite meetings, technical reviews, mid-term evaluations, post-evaluations, audits and on-site visits). Projects submitted for programme funding will be carefully examined by the Project Appraisal Committee, made up of representatives from the institutions and the beneficiaries, who, in case of need, will call upon specialists in the areas of expertise involved.

Annex I

FINANCIAL SUMMARY

I. ESTIMATED RESOURCES (IPF + cost-sharing) TAKEN INTO ACCOUNT FOR PROGRAMMING

	(Thousands of dollars)	
Fourth cycle IPF balance	3 126	
Fifth cycle IPF	32 504	
Estimated expenditure for 1992	(8 200)	
Estimated IPF resources for 1997	6 501	
Subtotal IPF		33 931
Government cost-sharing	-	
Third-party cost-sharing	-	
Subtotal cost-sharing		-
TOTAL		33 931

II. USE OF RESOURCES (IPF + cost-sharing) BY AREA OF PRIORITY ACTIVITY

Area of priority activity	IPF	Cost-sharing	Total	Percentage of total resources
Management of the national economy				
Strengthening economic management capacity	6 112 596	-	6 112 596	18.0
Private sector revitalization	4 062 553	-	4 062 553	12.0
Improvement of living standards of the population				
SDD/Promotion of grass-roots initiatives	5 346 766	-	5 346 766	15.8
Rural development/natural resources management	7 300 595	-	7 300 595	21.5
Subtotal	22 822 510	-	22 822 510	67.3
Assistance outside main concentration areas	1 357 240	-	1 357 240	4.0
Unprogrammed reserve	9 751 250	-	9 751 250	28.7
Total	-	-	33 931 000	100.0

III. ADDITIONAL RESOURCES FROM OTHER SOURCES USED IN UNDP AREAS OF CONCENTRATION

(Thousands of dollars)

A.	UNDP-administered funds		
	SPR	1 000	
	UNCDF	13 642	
	UNSO	1 000	
	UNIFEM	-	
	UNRFNRE	-	
	UNFSTD	-	
	Subtotal		15 642
B.	Other United Nations resources		
	JCGP agencies		
	UNFPA	2 800	
	UNICEF	3 499	
	WFP	18 000	
	IFAD	8 520	
	Other United Nations agencies (non-UNDP financed)	-	
	Global Environment Facility (GEF)	2 500	
	Subtotal		35 319
	Total extrabudgetary funds and other United Nations resources		50 961
C.	Non-United Nations resources		...
	TOTAL		50 961

Annex II

PROGRAMME MATRIX a/

Priority activity area	Area of Concentration					
	Poverty eradication and grass-roots participation	Environment and natural resource management	Management Development	CTPD	Transfer and adaptation of technology	WID
I. MANAGEMENT OF THE NATIONAL ECONOMY						
Support of economic management	*	*	*	*	*	*
Revitalization of the private sector	*		*	*	*	*
II. IMPROVEMENT INTHE POPULATION'S LIVING STANDARDS						
Social dimension of development/	*		*	*	*	*
Rural development/natural resources management						

a/ Asterisks indicate major links only.